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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR CHAD

Programme period	Actual resources programmed	$
1992-1996	IPF for 1992-1996	46 330 000
	IPF for 1992-1995	31 994 000
	Total	78 324 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. In 1987, the Government of Chad implemented an adjustment programme designed to accelerate the rehabilitation of the country's economic structures, to carry out sectoral reforms, to improve management of public resources and to reduce macroeconomic imbalances. By and large, the economic results achieved from 1987 to 1990 have been favourable, exceeding the programme's objectives.

2. The growth rate, in real terms, of the gross domestic product (GDP) has been corrected for seasonal variations of 2 per cent and 9 per cent. The performance of the two primary exports, cotton and livestock, which account for 90 per cent of export earnings, has recovered, and these commodities have regained their role as the main driving force in the economy, following successful rehabilitation programmes.

3. Measured against the GDP deflator, the inflation rate dropped from 9 per cent in 1987 to an estimated 2 per cent in 1989 and 1990. The current public resources deficit, which reached its low point between 1987 and 1988, rose during 1989 and 1990 to about 4 per cent of GDP, well beyond the objectives of the adjustment programme (2 per cent).

4. Public investment, almost entirely financed by external aid, has grown strongly, rising from 63 billion CFA francs in 1987 to 106 billion CFA francs in 1990. This growth will continue at a slower pace between 1992 and 2000, when investments will stabilize at around 165 billion CFA francs. Forty-four per cent of the expenditure of the public investment programme is directed to gross fixed capital formation, representing the equivalent of 9 per cent of GDP.

5. Where the balance of payments is concerned, there has been a substantial improvement in the current account deficit, which dropped from 31 per cent of GDP in 1987 to 24 per cent in 1988, and from 26 per cent in 1989 to 23 per cent in 1990. External debt rose steeply between 1986 and 1989, reaching approximately 36 per cent of GDP in 1990, with an increase in indebtedness of 7 per cent. The debt was partially rescheduled in 1989.

6. With regard to human development, Chad is among the 10 most underprivileged countries in the world, with a human development indicator set by the Human Development Report 1991 at 0.087 (152nd position).

7. In the area of health care, life expectancy is 46 years, while the mortality rate for children under five years is 219 per 1,000. Only 30 per cent of the population has access to health services, and 26 per cent to drinking water. The distribution of resources to health services is heavily imbalanced, to the detriment of primary and preventive health care. The sectoral consultation planned for 1992 should lead to the elaboration of a development policy in this sector.

8. In the area of education, the literacy level for adults is about 26 per cent. The unusually high repeat and drop-out rates in schools testify to the ineffectiveness of the educational system, which is due to the shortage of teaching materials and staff. The sectoral consultation on education, held in November 1990, enabled the Government to elaborate a sectoral strategy for the period to the year 2000.

B. National development objectives and strategies

9. The Government of Chad has adopted an overall policy plan covering the period from 1990 to 2000, in which it states its development options and policies and establishes the strategies for their implementation and follow-up.

10. The development policy has the following primary aims:

(a) To increase production through the modernization of the production structures. In the rural sector, priority is to be given to the security, growth and diversification of production, with the aim of achieving self-sufficiency in food. At the secondary level, efforts will be made to foster the development of processing activities on the basis of crafts;

(b) To promote the development of human resources, thus helping the population to cope with the necessary changes, by enhancing productive employment, raising educational standards through basic education and vocational training programmes, and improving the health of the population through the provision of access to basic health care and drinking water;

(c) To rehabilitate and develop the communication infrastructures, to improve the country's accessibility and to foster interregional trade;

(d) To restore the macroeconomic balance necessary for the maintenance of sound growth, with the support of the adjustment programmes.

11. The strategies adopted in pursuit of these goals comprise:

(a) The restructuring of the social system, by gradually freeing economic activities from State control and by encouraging popular participation in development through community organizations;

(b) The regional planning of development, with the aim of optimizing the potential of the various regions, as well as the large area and diversity of the territory;

(c) A voluntarist approach to export and trade, in order to benefit more from the enormous Nigerian market.

II. EXTERNAL COOPERATION

A. Role of external cooperation

12. In 1989, external aid to Chad rose to 70 billion CFA francs, equivalent to 32 per cent of its GDP. This almost completely covers the public investment programme, as well as a large part of the State operating budget. The distribution pattern of external aid over the last three years has remained relatively stable. Almost 75 per cent of external aid is granted in the form of donations. Investment aid constitutes 41 per cent of the total, programme and budget aid 35 per cent, technical cooperation approximately 19 per cent, food aid approximately 5 per cent and emergency aid 1 per cent.

13. In 1989, three sectors accounted for over 60 per cent of the external aid. These were transport and infrastructure, with 30 per cent; agriculture, forestry and fisheries, with 17 per cent; and development administration, with 17 per cent. The human resources sector (education and health) accounted for 8 per cent of the total.

14. The principle donors and their contributions are as follows: bilateral aid: France - 39 per cent; United States - 5 per cent; Federal Republic of Germany - 4 per cent. Multilateral aid: United Nations system - 37 per cent (including 6 per cent from UNDP); World Bank - 14 per cent; European Economic Community (EEC) - 12 per cent; World Food Programme (WFP) - 5 per cent; International Monetary Fund (IMF) - 3 per cent.

15. Where technical cooperation is concerned, the Government's priorities in the area of human resources are to promote human development through activities directed, on the one hand, towards education, with emphasis on basic education and functional literacy, and towards vocational training and, on the other hand, towards health, particularly in the areas of prevention and primary health care.

16. The third round-table meeting, held in Geneva in June 1990, and the sectoral consultations, particularly the one on education, training and employment, gave a good indication of the favourable attitude of the international community towards Chad. This potential should be further mobilized through the system of sectoral consultations as well as through the National Technical Cooperation Assessment and Programmes (NaTCAP) approach, which UNDP is responsible for implementing.

17. The Chadian Government has chosen the round-table process and the NaTCAP approach as the preferred mechanisms for the coordination and mobilization of external aid. These two mechanisms are operated by the Ministry of Planning and Cooperation, which has responsibility in this area.

B. Aid coordination arrangements

1. The round-table process

18. The third round table identified seven topics for sectoral consultations over the period 1990-1993. These consultations would aim to establish strategies, to develop programmes of action and to organize assistance by donors for the following sectors: education, training and employment, the subject of the November 1991 consultation; technical cooperation, the subject of the November 1991 consultation; promotion of the private sector, scheduled for January 1992; health and social affairs, scheduled for June 1992; environment and desertification control, scheduled for the end of 1992; rural development - food security and water resources, scheduled for 1993; and urban development and sanitation in 1993.

2. National technical cooperation assessment and programmes (NaTCAP)

19. After its initiation in 1989, the first phase of this exercise was concluded in 1991 with the adoption of the Technical Cooperation Policy Framework Paper (TCPFP). The technical cooperation programme, which is due to commence in 1992, will provide the Government and its partners with an assessment of medium-term needs to help them identify and coordinate their assistance efforts.

3. Other mechanisms

20. Around the Ministry of Planning, there are other coordinating bodies at the sectoral level, such as: the Action Committee on Emergency Food Aid, the Action Committee on Emergency Health Care, the Coordination Group for the Expanded Food Security Concept, the Swedish International Development Authority (SIDA) coordination unit, and the Borkou-Ennedi-Tibesti rehabilitation project, concerned with following up activities to benefit the northern territories of Chad. In addition, the UNDP project on support for development management should soon provide the Government with a reliable and efficient aid coordination system, administered by the Ministry of Planning and Cooperation.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

1. Review of the fourth programme

21. Three broad directions were set for the fourth programme, and the IPF resources were initially distributed as follows:

	Percentage
Development of human resources	51
Development of agriculture, forests and pastures	40
Improved accessibility	9
Total	100

22. This programme's most conspicuous results can be seen in the area of agriculture, forests and pastures, where major projects promoting a development strategy have been developed, such as project CHD/89/006, "Assistance to the Interministerial Research and Projects Office" (BIEP), implemented by the Food and Agriculture Organization of the United Nations (FAO). This project aims to carry out the necessary pre-investment studies to attract sponsors in the area of agriculture, forestry and pastures, particularly in the upgrading of production through the processing of rural sector produce. This component has been supplemented with effective land conservation measures, supported partly by a drought-control programme ($2,601,086, implemented by the World Meteorological Organization), partly by a forestry programme ($4,369,550, implemented by FAO), and by a major water development programme in those regions where groundwater is scarce or inaccessible (IPF of $5,432,847, with $3,027,946 in contributions from the United Nations Capital Development Fund (UNCDF)), implemented by the Department of Technical Cooperation for Development (DTCD).

23. In the area of improved accessibility, UNDP is essentially concerned with the development of communications by air ($2,597,016, implemented by the International Civil Aviation Organization) and with the road transport of goods and passengers under emergency assistance measures (IPF) of $3,230,077, Special Programme Resources (SPR) amounting to $5,122,445), implemented by the Office for Projects Services (OPS). In view of the immense capital and technical cooperation needs of this sector, the Government, in cooperation with UNDP, has explored alternative sources of funding and new ways of improving the country's accessibility. through sectoral follow-up programmes.

24. In the area of human development, project CHD/87/001, "Planning support" (implemented by the World Bank), has enabled the Government, in the aid planning and coordination sector, to prepare such important papers as the "Public investment programme" and the "Overall Policy Plan". The review of the cycle shows that, despite the emergency conditions, the programme has provided a transitional phase before the active development stage, and has offered such important lessons for the next cycle as the following:

(a) Programming for the fifth country programme should focus on the projection of priority needs, since resources were too dispersed under the fourth programme. As a result, the fifth programme will concentrate on fewer projects, with the aim of strengthening their impact.

(b) The technical assistance arrangements should be diversified, in order to secure short-term expert assistance, at a lower cost than resident experts. For that purpose, a study will be made during the fifth cycle of ways to increase national involvement in the formulation, implementation and assessment of projects. National directors will be given greater responsibility, and national execution will be gradually introduced.

(c) Insufficient attention has been given to women and to non-governmental organizations (NGOs). Where women are concerned, the fourth programme implemented two projects executed, respectively, by OPS and the International Labour Office (involving a total amount of $1,432,100), but the results require further consolidation and development. During the fifth programme, women's issues will be integrated into all the subprogrammes. As far as NGOs are concerned, the national NGOs are still at the embryonic stage and in many cases amount to nothing more than loosely structured groups. The fifth programme will explore ways and means of boosting those organizations.

(d) Recurring project costs should have been calculated when the projects were formulated and incorporated in the national budget. This oversight partially accounts for the lack of continuity in results; some projects were so complex that they had to be handed over to the Government very slowly and in stages, as was the case with the fleet of trucks under project CHD/81/007 on OPS administration of emergency assistance. The planned strengthening of national institutions during the fifth cycle should improve matters in this area.

2. Transition between the fourth and fifth programmes

25. A very limited number of priority projects (in particular, project CHD/89/006, "Assistance to the Interministerial Research and Projects Office", and project CHD/88/001, "Plant protection"), started in the fourth cycle, will continue during the fifth programme. These projects concern rural development, human resources and the secondary/mining sector. This transitional period covers the final year of the fourth programme (1991) and the first two years of the fifth programme (1992 and 1993). The IPF resources committed in the first two years of the fifth programme represent about one quarter of the total package available. At the end of these first two years, the Government will have at its disposal a more precise frame of reference, focusing on the sectoral strategies and consultations supported by UNDP during the follow-up to the third round table. Some fundamental principles of the fifth programme are already being applied: the programme approach is starting to be implemented in the area of support for the development of sectoral programmes; such is the case, for example, in the education, training and employment sector. Lastly, three projects are being directly implemented by the Government (project CHD/90/002, "Support for private initiative", project CHD/90/004, "Special transport fleet" and project CHD/89/003, "Rehabilitation of the rainwater drainage system in N'Djamena").

26. UNDP has comparative advantages in Chad, since it was involved in the country's recovery by organizing the international conference for the economic development of Chad (second round table, held in Geneva in December 1985). During that meeting, the Government presented its Interim Plan (1986-1988), designed to establish a secure link between reconstruction and economic revival.

B. Proposals for UNDP cooperation

27. The proposed new UNDP programme for Chad is constructed around the seven sectoral follow-up exercises agreed on during the general round table at Geneva and is largely inspired by the National Technical Cooperation Assessment and Programmes (NaTCAP) conclusions. The fifth programme will cover a period of four years (1992-1995), enabling its programming cycle to be coordinated with the Government's Overall Policy Plan (1991-2000) and with the plan of the Joint Consultative Group on Policy (JCGP) participating agencies, namely, the United Nations Children's Fund (UNICEF), the International Fund for Agricultural Development (IFAD), WFP, the United Nations Population Fund (UNFPA) and UNDP (1996-2000). It is interesting to note that the fifth programme will place particular emphasis on sectors with potential for joint programming with the JCGP participating agencies. For the fifth cycle, from 1992 to 1996, the IPF for Chad amounts to $46,330,000. The IPF for the period 1992 to 1995 amounts to $31,994,000. A sum of $6,338,000 has been borrowed to make possible the conclusion of the fourth programme activities.

1. Preparatory process

28. The programming process for the fifth cycle started with the mid-term review of the fourth programme in June 1989 and with the preparation of the UNDP advisory note, approved in October 1990 and subsequently discussed in April 1991 at a preparatory workshop for the fifth UNDP programming cycle for Chad, presided over by the Ministry of Planning and Cooperation. The conclusions reached at the workshop have been incorporated into the new programme and are concerned, primarily, with the application of General Assembly resolution 44/211 on operational activities for development of the United Nations system. Particularly strong consensus was reached on:

(a) The programme approach: in programme development emphasis will be placed on production sectors, with the prior definition of a general strategy, rather than specific projects. Projects will be identified when the Government's sectoral policies are determined, during the preparation of follow-up meetings organized in response to the third round table;

(b) Government execution: this approach has already been introduced in Chad, during the final year of the fourth cycle. The TCPFP (NaTCAP) exercise and the study of the terms of reference of national project directors will help in the identification of practical aspects for the implementation of this modality;

(c) Human development: this topic corresponds exactly to one of UNDP's fifth cycle concerns and constitutes a primary focus of the Overall Policy Plan. An indicative allocation of 50 per cent of the IPF will be made for these purposes. Special consideration should be given to the participation of women in development (WID).

2. Strategy for UNDP cooperation: round table, NaTCAP and the country programme

29. The general strategy which Chad aims to follow in its cooperation with UNDP is based on the two main mechanisms, for the coordination of international assistance which are referred to above and which Chad is currently operating with UNDP. These are, first, the round-table process, with which Chad commenced its third cycle in June 1990, and, second, the NaTCAP exercise, launched in September 1989. The advantage of these mechanisms is that they will provide vehicles through which UNDP and the other donors will be able to organize and implement a programme approach to the involvement of the various assistance partners in Chad, by ensuring that their assistance efforts are coordinated with the general development strategies and the priorities set by the Government.

The round table

30. The format and substance of the round table have evolved to the point where, today, it presents a two-level structure based primarily on the dialogue between the Government and the donors on economic policy. At the first level is the round-table conference proper, held in Geneva, at which the country's general development strategy is discussed. It was at this forum that Chad's Overall Policy Plan, largely adopted by the fifth UNDP programme, was discussed and enriched. At the second level are the sectoral consultations. These provide the framework for the elaboration of sectoral strategies and sectoral action programmes and for the organization of financing arrangements. The strategy of the fifth programme consists in identifying from among the sectors covered by the Overall Policy Plan, those sectors which, at this level, will be supported by UNDP, will fit into a timetable set up at the third round table, and will give the fifth programme vitality. As for the subprogrammes, these take shape around the framework created by the UNDP priorities, thus constituting another level of the strategy of the fifth programme. This process enables donors to design and employ a programme approach taking into account the complementarity of the results of specific actions, which could receive joint funding under the auspices of one or several lead agencies. It also enables donors to coordinate their assistance efforts, since in Chad planning in general, and sectoral planning in particular, is effected through this process and in this way everyone is given an indication of needs, through the sectoral action programmes.

31. The NaTCAP exercise enables technical cooperation to be perceived and treated as a true macroeconomic variable, and the fifth programme has by and large followed this perception. As with the round-table process, each donor

is able to organize its assistance efforts in accordance with the main directions indicated by the National Technical Cooperation Assessment and Programmes, and to the extent that the technical cooperation plan provides a quantitative and qualitative assessment of needs.

3. Areas of concentration

32. The development objectives of the fifth programme (1992-1995), as respectively weighted by the Government in concert with UNDP, embody the will of the Chadian authorities to strengthen the country's capacities at the qualitative and quantitative levels, to enable them to assume responsibility for, and to manage, their own development. The fifth programme's indicators of success should, therefore, measure progress achieved in this area and will be further defined during the sectoral consultations and the subprogrammes. These objectives are presented as follows:

	Percentage	Millions of dollars
Human development	50	15
Development of the production resources of the rural and secondary sectors	30	9
Support for development management	20	6
Total	100	30

In accordance with UNDP Governing Council decision 90/34 of June 1990, the fifth programme has adopted the following priorities, which will be applied in weighting the activities included in the programme's respective development objectives.

(a) Poverty eradication and grass-roots participation in development. This topic is closely connected with the area of concentration entitled "Human development". It has close links with the subprogrammes, particularly the subprogramme on education, training and employment and that on health;

(b) Environmental protection and natural resource management. This topic is particularly closely connected with the subprogramme on rural development and protection of the environment but it will be contained in all the subprogrammes;

(c) Management development. The concerns covered by this topic have been taken into consideration, particularly in the area of concentration pertaining to support for development management;

(d) Technical cooperation among developing countries. Encouragement will be given to South-South cooperation wherever it appears appropriate and advisable;

(e) Technology for development. This topic is essentially linked to the subprogramme on rural development and protection of the environment;

(f) Participation of women in development. This transsectoral topic will be particularly strongly anchored to the education, training and employment subprogramme and the health subprogramme.

Area of concentration: human development

33. Human development, the subject of this area of concentration, is to be one of the main focuses of the fifth programme, and its concerns will be manifested in the emphasis placed on improving the quality of education and raising the basic health level of the population. This should be achieved not only by favouring elementary education and vocational training, but also by improving the population's access to such basic services as drinking water, sanitation and health care.

Education, training and employment subprogramme

34. In its strategy paper, presented during the sectoral meeting on education, training and employment held in November 1990, the Government gives priority to the primary education of young people (target of almost 600,000 pupils by the year 2000, as compared to 425,000 for the period 1988-1989) and to adult literacy. At the same time, the Government intends to take prompt action to gear training and specialization to the requirements of the economy's priority sectors. Emphasis will thus be placed on vocational training and technical education. The capacity of centres offering commercial and technical secondary education will be increased to about 3,700 pupils, and requirements for the period 1990-2000 will amount to 2,051 qualified individuals. Vocational training centres will aim to accommodate approximately 700 employment-seekers or persons already employed per year, in place of the 300 currently catered for. This policy has been tailored to the constraints obtaining within the sector. The level of elementary school attendance is low, and training facilities do not meet the needs of the job market (excess of manpower qualified in the arts and humanities and shortage of manpower qualified in the sciences).

35. The comparative advantages of UNDP assistance in this sector derive from the fact that UNDP has been involved in education since the third cycle (implementation of two United Nations Educational, Scientific and Cultural Organization (UNESCO) projects for a total amount of $2,892,000) and has participated in the preparation of educational strategies through project CHD/91/006, "Education, training and employment" (executed by UNESCO and the International Labour Office).

36. With a view to strengthening national capacities, the Government has requested UNDP to finalize an operational programme of action aimed at financing the implementation of the development strategy for this subsector, initiated under the sectoral follow-up on education, training and employment held in November 1990, in the areas of basic education, vocational training, scientific education and the follow-up of sectoral policies. Particular attention will be given to women in the context of this subprogramme, in view of the pronounced inequality of women in the areas of literacy and school attendance (literacy levels of men and women in 1985: 34 per cent and 13 per cent, respectively; the respective levels of school attendance are 52 per cent and 23 per cent).

37. In this context, the authorities are counting on cooperation with UNDP to develop training programmes for the female population and to steer women towards remunerative activities. The Government is also looking to UNDP for assistance in the organization of a sectoral follow-up on the advancement of women. This consultation would be in addition to the seven consultations agreed upon during the third Geneva round table.

38. In addition to the gradual formation of the structures and steering mechanisms for the strategy and the programme of action of the National Committee on Education, Training and Employment (employment monitoring, and support funds for vocational training), the Government is counting on UNDP assistance through the use of volunteers, in improving the quality of technical and scientific education, of vocational training and of grass-roots cultural exercises in rural communities. The number of these volunteers, presently 20 technicians, could double during the next cycle. As far as women are concerned, it is essential that they should have sufficient free time outside their traditional tasks to be able to undergo training or to take up other activities. Research into the production of new appropriate technology prototypes and their introduction in the field should constitute the first step towards this goal, achieved through the joint efforts of the national bodies concerned (Department of Education and Agricultural Training (DEFPA) and the National Rural Development Office (ONDR)) of the United Nations Development Fund for Women (UNIFEM) and UNDP. The programme will place special emphasis on literacy training and elementary education for women as well as on the training of women in agricultural, vocational and technical centres, in which United Nations volunteers (UNV) will be invited to teach. A programme of action to promote the integration of women in development, deriving from the sectoral consultation on women, should provide a systematic framework for these components and ways and means of supplementing them with other forms of assistance.

39. The education subsector receives considerable foreign aid, in the order of $22,589,327. Prominent among the contributors of funds are the World Bank ($12,691,906), France ($8,590,476) and WFP ($11,083,489).

40. With regard to the implementation arrangements proposed for this subprogramme, it will be possible to combine government execution, which is to be favoured in the fifth cycle subprogrammes, with support from the executing

agencies (UNESCO and the International Labour Office) and from governmental and non-governmental organizations.

Indicative amount allocated to the subprogramme: $10 million.

Health subprogramme

41. Under its Overall Policy Plan, the Government's aim is to secure primary health care for as many people as possible before the end of the decade. The health programmes focus in particular on the needs of mothers and children. (In 1989, the mortality rate for children under five was 219 per 1,000). Priority is given to education and prevention programmes. Through primary health care it is aimed to strengthen strategies for combating certain diseases as a matter of priority (fever, 11.8 per cent; cough, 9.9 per cent). The main constraints in this subsector are posed by health-care disparities between the regions and by the lack of coordination between the various agencies involved. The inadequacy of training facilities, lack of infrastructures and equipment and the absence of any legislation on medicines are responsible for the main bottlenecks in this subsector.

42. Together with WHO, UNDP has already been active, since the third cycle, in training activities in the area of health, with an involvement totalling $1,919,930. Its contribution to the development of health strategies will bear fruit with the sectoral follow-up in 1992 on health and social series. Discussions will cover the following major topics: cost and financing of the human resources programme, institutional structure of the Ministry of Public Health and Social Services, and equipment and infrastructures. Some specific programmes (maternal and child health care; disabled persons) will also be considered. UNDP will assist in strengthening the strategy for the implementation of primary health care and will train health teams, at a central venue in N'Djamena, which will operate at the intermediate and peripheral levels. Particular attention will be given to the construction and rehabilitation of clinics. Another area for cooperation with UNDP is acquired immune deficiency syndrome (AIDS), and here UNDP is responsible, together with WHO, for coordinating activities with the donors. With regard to the advancement of women, technical cooperation programmes involving UNICEF, UNFPA and WHO assistance are also under way in the areas of maternal and child health care and family welfare. The coordinators are the African Development Bank (AfDB) and WHO.

43. In addition to the sectoral consultation and the preparation of an operational programme of action, the Government is hoping to receive UNDP cooperation in strengthening its capacities through the provision of well-trained health workers, suitable premises and a system for the recovery of costs at the regional level, or even the national level, as well as through the construction or rehabilitation of clinics with the use of the UNCDF contribution. As far as women are concerned, maternity facilities and services will be strengthened (maternal mortality rates in 1988: 956 deaths per 100,000 births in N'Djamena; 1,000 deaths per 100,000 births in rural areas) and health structures improved in five prefectures with the support of

the responsible national bodies. In the area of family planning, pilot information and training projects targeted at rural adults and young people attending school will be implemented in two prefectures, with the support of FAO and UNESCO and funded by UNFPA.

44. A considerable amount of assistance in this area is provided by other contributors, totalling $34,012,496. The AfDB projects are of particular importance in that they provide a framework enabling contributors of funds to assist with the reorganization of health services at the central level and with the division of the country into health districts. A new phase of AfDB projects is currently being worked out. The contributions by France ($13,725,500) and by the EEC ($7,043,966) are also worthy of note.

45. Cooperation with WHO has played a major role in the implementation of a national health strategy. UNICEF is providing considerable assistance in the area of child survival and development, in particular by involving Chad in efforts to attain this international goal. Implementation will be of a composite nature and will depend on WHO assistance in some sectors as well as on NGOs (in programmes for disabled persons).

Indicative amount allocated to the subprogramme: $5 million.

Area of concentration: development of the production resources of the rural and secondary sectors

Rural development and protection of the environment subprogramme

46. The Government intends, first of all, to promote the reorganization and improvement of rural activities and rural production, for the benefit of the farmers themselves. The rural development programme will require the integrated and coherent management of all available resources: human, animal and natural. Activities in this subsector are aimed at increasing, stabilizing, diversifying, protecting and mobilizing agricultural and livestock resources, at developing the relevant marketing networks and at protecting natural resources. As water is the most precious resource of this Sahelian country, one of the Government's priorities will be to implement a programme of action aimed at the management of surface water and the exploitation of groundwater reserves, which, in turn, will reinforce another priority programme, that to combat desertification (protection and regeneration of the plant cover in general, and management of arable land, and forest resources in particular). These strategies have been adopted in the light of the numerous constraints affecting the rural areas and environment, caused by regional shortages in production and stocks of foodstuffs, inaccessability and the lack of reliable socio-economic and environmental data.

47. The comparative advantages enjoyed by UNDP in this area are considerable. On the one hand, UNDP has played a major role in mobilizing the international community to formulate a coherent strategy covering the sector of agriculture, forests and pastures. This was submitted and discussed during

the relevant sectoral meeting in follow up to the second Geneva round table, which was held in N'Djamena in December 1986. On the other hand, the United Nations Sudano-Sahelian Office (UNSO) and the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) gave decisive support to the authorities by elaborating the master plan to combat desertification in Chad (February 1989), which marked the beginning of a strategy against desertification.

48. The Government has asked UNDP to organize two sectoral consultations, one on rural development, covering food security and water resources (coordinated by the World Bank, FAO and France), and one on the environment and desertification control (coordinated by UNSO and CILSS). The UNDP and UNSO activities requested by the authorities will focus on the Ministry of Rural Development and the other bodies involved, and will be organized in two main directions.

49. The first proposed direction will support a programme for the propagation of improved and basic seeds with the cooperation of the Ministry of Rural Development and FAO. UNCDF will be extensively involved in the propagation of improved seeds for farmers. This programme will be completed further up the line, by the strengthening of rural development programmes through UNDP and FAO activities, carried out in cooperation with the Interministerial Office for Rural Development Research and Programming. Further down the line, the seed propagation programme will be supported by a plant protection programme, funded by the Netherlands. The second direction will comprise a village water development programme in the Guéra region, aimed at establishing communications with certain complementary areas (education, health, agriculture). This programme will receive UNCDF assistance and support from the National Office for Pasture and Village Water Engineering (ONHPV). Still in the area of water development, the administrative policy covering national water resources will be strengthened by the implementation of technical assistance geared to the needs of the different projects, with the cooperation of DTCD. In the context of this second direction and at a more general level, cooperation with UNSO and with CILSS will focus on the rehabilitation of grazing in predominantly pastoral areas, the management of village lands in predominantly agricultural areas and the development of small-scale irrigation with the use of surface water and groundwater. These activities will be considerably enhanced with the training and land management projects carried out by the Department of Education and Agricultural Training and by the National Rural Development Office.

50. In addition to the provision of the operational programmes which grow out of the sectoral consultations, the Government hopes that this cooperation will help boost food production and the distribution of improved products among the peasants, thus ensuring food security, and that it will provide the basis for the definition and implementation of a water policy in Chad. Land-related activities (rehabilitation of grazing areas, village land projects) will, in combination with the training programmes, increase popular awareness of environmental protection and lead to sounder natural resources management.

51. Without doubt, the most important supplementary assistance is that provided by IFAD, which is to become involved in an area where UNDP is already active (Guéra). IFAD will implement a project aimed at ensuring greater food security and at enhancing the protection of the environment. It will also be active in the Kanem region, working with UNSO on a project aimed at developing and refining two approaches: the first is a participatory approach to natural resources management, and the second is concerned with intensifying and improving production systems in agriculture, livestock breeding and forestry, as well as with the promotion of local initiatives in the Kanem wadis. Other major donors have made, and continue to make, contributions to this sector, which has a projected budget of $200,424,000. A prominent donor, besides Chad's customary sponsors (World Bank, France, EEC), is Germany, with a budget amounting to $8,499,067.

52. The implementation modalities will involve ONHPV as well as other technical departments, such as the Department of Education and Agricultural Training and the National Rural Development Office. Certain NGOs, such as ACCRA and SECADEV, could help with the realization of the programme at the village level. DTCD will be specifically involved in those specialized areas related to water.

Indicative amount allocated to the subprograme: $5 million.

Mines and energy subprogramme

53. The Government's current strategy in the mining sector is to systematize prospection for mineral resources. The Chadian authorities are currently inviting investors to carry out research and to exploit known mineral resources. It is the aim of the authorities to double the rate of investment (between 300 and 500 million CFA francs per annum) by mid-decade. In the energy sector the Government is proposing to diversify the various energy sources and to develop energy production and distribution infrastructures. In the oil sector, the oil/electricity project, financed by the World Bank and included in the Overall Policy Plan, would lead to a reduction in imports of at least 10 billion CFA francs, substantially lower the cost of electricity and meet the needs of the domestic market. The project involves bringing on stream the Sédigi field (to the north-east of Lake Chad), with a pipeline feeding a refinery twinned with a power plant to be built at N'Djamena with a view to meeting national demand. Constraints within the subsector are largely attributable to a lack of energy sources and the instruments needed to attract national and international private sector investment which either simply do not exist (mining or oil codes) or require revision (investment code).

54. The unique comparative advantages enjoyed by UNDP in this field are its neutrality and multilateral character. The Programme's neutrality was essentially why the Government requested UNDP assistance in the oil sector. The multilateral character of UNDP will help to attract, within these sectors, private capital from multi-bilateral donors able to make the necessary capital outlays.

55. In the mining sector, the Government is relying on UNDP cooperation to strengthen its capacity through the training of officials and the continued exploitation of high-grade ores (gold). Cooperation with UNDP will take the form of training officials in the government agency with responsibility for geological and mining research (Office for Geological and Mining Research (DRGM)), assessing the economic worth of gold seamss (Mayo Kebbi) and the mining potential of various zones (Ouaddaï, Guéra, Kanem) and drafting the mining code.

56. In the energy sector, the Government is asking UNDP - in association with Coopération suisse - to continue high-level advisory and support services to enable the authorities to implement the oil/electricity project. UNDP/Coopération suisse coordination should result in the provision of technical, economic and legal advice and in assistance in negotiating and implementing the oil/electricity project. Lastly, the establishment of an oil database is also due to be completed (classification, recording). A coherent long-term training plan is to be devised for personnel in the Chadian oil sector and short-term training courses will be provided for the staff already available.

57. Unlike other sectors, the mining and energy sector does not have a large number of contributors of funds or participants because of the risks involved and the substantial resources needed. Nevertheless note should be taken of the oil/electricity loan from the World Bank ($100 million) and the French programme ($14,261,744).

58. In view of the extreme complexity of these sectors, traditional implementation modalities will continue to be used and DTCD will continue to act as executing agency.

Indicative amount allocated to the subprogramme: $4 million.

Area of concentration: support for development management

Institutional aspect

59. The Government has made the re-establishment of equilibrium in the main economic sectors one of the principal bases of its economic policy for the 1990s. The new economic policy will have its greatest impact on the balance of payments. The ratio of imports to exports, including goods and services, which is currently close to 2, will decline to 1.6 by the year 2000. The current deficit in goods and services (75 billion CFA francs) will become smaller over the period, stabilizing at around 65 billion CFA francs. Priorities include balancing public finances and the Government's medium-term operating budget. In view of the current state of the Chadian economy, which is suffering from severe macroeconomic imbalances, such as major State budget and external payments deficits, one arpect of the measures envisaged at the third Geneva round table merits special mention, namely: improved planning, programming, execution and follow-up of operations and simplification and

streamlining of administrative procedures. This aspect has been strengthened by the TCPFP conclusions to the effect that technical cooperation should move in the direction of institutional support so as to strengthen administrative managerial capacities.

60. UNDP's comparative advantage lies in its experience in this area. In 1985 UNDP organized the second Geneva general round table as well as several sectoral follow-ups (agriculture, forests and pastures, 1986; transport and BET, 1988). In 1990 the Programme organized the third Geneva round table and the first scheduled follow-up (education, training and employment, November 1990). Starting in 1989, it organized the NaTCAP exercise with the Ministry of Planning. UNDP assistance will thus centre on the improvement of planning (improvement of statistical tools), mobilization of financial resources and support for the coordination of assistance and contributors of funds. The objective of support for development management also includes support for implementation of the fifth programme. This will take the form of support for national execution and participation by United Nations specialized agencies in the process of sectoral follow-up to the round table.

61. The results expected by the authorities take the form of a contribution to the strengthening and reorganization of the framework and system for producing statistics, accounts, surveys and economic analyses. The capacities of the Ministry of Planning and Cooperation will also be strengthened so as to enable it to acquire mastery of activities relating to technical cooperation, such as analysis and programming. This subprogramme will also include on-the-job training for personnel in the public and private sectors through short-term training externally and participation in technical seminars organized at the local level. With regard to support for implementation of the fifth programme, a project in support of the programme will allow the Government greater flexibility in meeting the demands of the fifth cycle in terms of logistics and administration (refurbishing of premises) and training of project personnel (computing).

62. There is an abundance of complementary assistance in this area, with a budget of some $169,666,000. The major contributors of funds are the World Bank ($50,797,000), IMF ($21,845,000) and France. Implementation modalities will include the Ministry of Planning and Cooperation, but will also make use of DTCD in the light of its international track record in this area.

Private initiative

63. In its Overall Policy Plan, the Government expresses the hope that economic development will diversify and accelerate. The Government intends to pursue an economic policy based largely on promoting individual private initiative, while formulating a policy propitious for the development of economic activity. This policy has been formulated in view of the constraints on the private sector in Chad, which is developing in an unfavourable environment characterized by excessive involvement on the part of the State in non-strategic sectors, as well as by a lack of funding structures corresponding to actual needs.

64. The comparative advantages of UNDP assistance in this sector stems from the fact that the Programme has already been involved in several aspects relating to this area of activity during the third and fourth cycles. Thus, inter alia, the Programme funded project CHD/83/028, on small and medium-sized enterprises, executed by the United Nations Industrial Development Organization ($921,381), and the seminar entitled "workshops on participation by the private sector in development" (August 1988). UNDP has also funded seminars to promote awareness by NGOs (seminar on dialogue between the authorities and non-governmental organizations - March 1989) and grass-roots initiatives (seminar on the introduction of UNV workers into Chad - October 1990).

65. At the beginning of 1992 the Government, with UNDP support, will organize a sectoral consultation on private initiative. In addition, UNDP technical assistance will be geared towards support for NGOs so as to increase their capacity to act in three separate domains, namely: support for the Government body - the NGO Permanent Secretariat (SPONG), the emergence of local NGOs (of 54 NGOs operating, only six are Chadian) and the establishment of a support fund for private initiatives. The Government thus hopes that, in addition to establishing an operational programme to launch the private sector, the NGO Permanent Secretariat will be transformed into an autonomous and more effective structure. Local NGO workers will also need to be trained. Information campaigns and a programme of national and international exchanges will be organized. Modest financing, with flexible procedures and disbursements, will be made available to local communities.

66. UNDP technical cooperation will also provide support to the VITA NGO, so as to enable it to extend its credit operations to provincial areas (town of Moundou, in the south of the country). This NGO represents a good example of assistance to small- and medium-sized enterprises in that, since 1984, when it began to operate, VITA has granted more than 190 loans to small- and medium-sized enterprises (PME) in amounts ranging from 3.5 to 5 million CFA francs, as well as loans of under 300,000 CFA francs to agents in the informal sector. A programme of financing and operational guidance for micro- and small enterprises will be established by the Government and VITA in other regions of the country.

67. Varied instances of supplementary assistance have arisen in this area. Funding by USAID/International Bank for Reconstruction and Development (IBRD) (USAID: $500,000; IBRD: $2.5 million) with the aim of assisting small and micro-enterprises is of particular note given its complementarity with UNDP activities. With respect to support for NGOs and pilot projects, note should be taken of activities conducted by the EEC ($3,731,000) and the Federal Republic of Germany ($1,369,127).

68. Implementation modalities may include the NGO Permanent Secretariat, international and local NGOs, village communities and, possibly, UNDP/OPS (Office for Projects Services).

Indicative amount allocated to support for the development management area of concentration: $6 million.

C. Assistance outside main country programme areas

69. The special case of the mining and energy subprogramme is particularly noteworthy in view of its potentially major impact on the private sector. Although not falling directly within UNDP's main areas of concentration, this subprogramme has been included since its high priority has been reaffirmed in both the Interim (1986-1988) and Overall Policy (1991-2000) Plans and since it consolidates achievements under the third and fourth cycles. With regard to mining project CHD/91/007, "Strengthening of the Office for Geological and Mining Research (DRGM), phase III", the strategic goal is to contribute to the diversification of the economy and the generation of new foreign currency resources for the country by attracting potential donors (Germany, Canada) whose expertise and capital could develop known deposits. Training provided as part of the institutional support for DRGM under the project is also a valuable attribute. In the case of oil project CHD/89/001 "Office of Petroleum Resources (BAP)", the major strategic considerations involve assisting the Government in establishing the first oil refinery in Chad and beginning oil production; this will allow the country to become self-sufficient in energy though the provision of various counselling services to the national authorities and to the Chad Refinery Research and Operation Company (SEERAT). The aim of the project is to consolidate the Government's position as a negotiator vis-à-vis international oil companies and to give it the capacity to provide follow-up and administrative support for the full sequence of operations in the oil sector. Establishment of the SEERAT private company, partly funded by Chad by means of a World Bank loan, offers a clear indication that the project is promoting and encouraging development of the private sector. It should be noted that a major portion of its activities are related to prospecting for oil, which is carried out entirely by private companies; Chadian private enterprises are already involved in these activities.

D. Implementation and management arrangements

1. Linkage of fifth programme with regional projects

70. Under UNDP's regional programme, the projects with activities which concern Chad the most are RAF/86/064, "Agrhymet programme", and RAF/88/029 "Lake Chad basin water resources planning and management". The former seeks to develop methodologies for observation and for the collection of meteorological, agro-meteorological and hydrological data, the information being stored in cooperation with the Agrhymet regional centre at Niamey. The latter conducts applied research activities at the level of the member countries of the Lake Chad Basin Commission (Cameroon, Nigeria, Niger and Chad), thus complementing the objectives and activities of project RAF/86/064. In that way the two projects are making a joint contribution to the conservation of the environment and should receive a UNDP contribution under the IPF for Chad. Project RAF/86/052, "Programme for the development of statistics in Africa", also has objectives and activities which are of benefit first and foremost to Chad, where the level of technical skills, the number of

trained officials and the national statistical service need to be strengthened. Technical support will also be provided under this project for national projects CHD/89/P01, "Population census and habitat", and CHD/89/004, "General census" (implemented by DTCD), in preparation for the Chadian census scheduled for March 1993. In the context of public administration and planning, the Government, having prepared its own national technical cooperation assessment and programmes exercise (September 1989) under project RAF/89/B40 "NaTCAP", has indicated its interest in participating in and benefiting from the objectives and activities included under project RAF/91/801, "African capacity-building initiative", and RAF/91/006 "Support for national long-term perspective studies and programmes", Chad's Overall Policy Plan (1991-2000) already being based on a long-term planning approach.

2. Management of the fifth programme

71. Management of the fifth programme will rely on traditional and new arrangements. Projects implemented during the transition phase will employ traditional follow-up and evaluation mechanisms (tripartite reviews, in-depth evaluation), but will also need to take into account conclusions arising from sectoral consultations regarding the areas of concentration within which they fall.

72. The fifth country programme will, in turn, be evaluated and if necessary be adjusted as provided for under UNDP procedures (mid-term review), but analysis of the programme will henceforth take place in the context of a systematic follow-up to the third Geneva general round table and the technical cooperation plan, which represents the second phase of NaTCAP.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	(6 338)	
Fifth cycle IPF 1992-1996	46 330	
Subtotal IPF	39 992	
Fifth programme IPF 1992-1995		31 994
Project cost-sharing (Government)	96	
Project cost-sharing (Third Party)	3 534	
Programme cost-sharing	-	
Subtotal cost-sharing		3 630
Government contribution to local costs		
Total IPF + cost-sharing + Government contribution		35 624

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

(Thousands of dollars)

	Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
1.	Development of human resources	14 397	-	14 397	40
2.	Rural/secondary sector	8 639	3 534	12 173	35
3.	Support for development management	5 759	96	5 855	17
	Programme reserve	3 199	-	3 199	8
	TOTAL	31 994	3 630	35 624	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

		(Thousands of dollars)	
A.	UNDP-administered funds		
1.	Special Programme Resources	2 000	
2.	UNDP-administered funds (UNFPA, UNCDF, UNSO)	10 700*	
3.	Subtotal A		12 700
B.	Other United Nations sources		
1.	JCGP participating agencies (UNFPA excluded)**	109 100	
2.	United Nations agencies (UNDP-financed)	-	
3.	Global Environment Facility	-	
4.	Subtotal B		109 100
C.	Non-United Nations sources	-	
	TOTAL		156 424

* Subject to revision after UNCDF programming mission.

** UNFPA - $3,500 for 1989/1993 programming cycle.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I. HUMAN DEVELOPMENT						
Education, training and employment	*		*	*	*	*
Health	*		*	*		*
II. DEVELOPMENT OF PRODUCTION RESOURCES						
Rural development	*	*	*	*	*	*
Protection of the environment		*	*	*	*	*
Mines and energy		*	*	*	*	
III. SUPPORT FOR DEVELOPMENT MANAGEMENT						
Institutional aspect			*	*		
Private initiative	*		*	*		

a/ Asterisks indicate major linkage only.